

# New York State Emergency Support Function Annex



## Disaster Preparedness Commission

Rev. Final

Date: March 2023

### ESF #4 Firefighting

#### ESF Coordinating Agency:

NYS Division of Homeland Security and  
Emergency Services/Office of Fire Prevention and  
Control (DHSES/OFPC)

#### DPC Member Agencies:

Department of Corrections and Community Supervision  
(DOCCS)  
Department of Environmental Conservation (DEC)  
Division of Military and Naval Affairs (DMNA)  
Division of State Police (DSP)  
Office of Parks, Recreation and Historic Preservation  
(OPRHP)  
Department of State (DOS)

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### EXECUTIVE SUMMARY

Emergency Support Functions (ESFs) provide the structure for coordinating response activities for disasters or emergencies that go beyond the capability of the local resources. The ESFs are a mechanism used to group functions most often needed to respond to incidents. The objective of ESF #4 is to coordinate State and local support for firefighting operations, including the detection and suppression of wildland, urban and wildland/urban interface fires.

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### SECTION I: General Considerations and Planning Guidelines

#### Introduction

New York State experiences a wide variety of natural and man-made disasters that may result in loss of life and the destruction of property. Fire damages hundreds of acres of natural resources every year. A large-scale disaster, like a wildland fire or conflagration, is likely to exhaust local resources and warrant support from the State. In addition, fire resources are typically used in response to hazardous materials, technical rescue and flooding incidents and may also support response efforts in other incidents. The State Comprehensive Emergency Management Plan (CEMP) encompasses response activities to all hazards, including fire. ESF #4 will be activated when essential firefighting services are needed to efficiently respond to a fire, or when fire resources are needed for emergency incidents. The New York State Office of Fire Prevention and Control (OFPC) is the coordinating agency for ESF #4.

#### Critical Capability

ESF #4 would support the following Critical Capabilities in New York State: Planning, Firefighting Support and Operations; Hazardous Materials Response

#### Purpose

The State CEMP has been structured into three distinct, but interconnecting volumes. These are:

- Volume 1: State Multi-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery Plan

The purpose of the CEMP is to identify the State's overarching policies, authorities, and response organizational structure that will be implemented in an emergency or disaster situation that warrants State support or response. The CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other ESF's, functional, and hazard-specific annexes are built upon. ESF #4 Firefighting is a Functional Annex under Volume 2.

This Annex outlines ESF #4's coordination and delivery of firefighting response activities and resources. ESF #4 supports fire response activities through the activation and administration of the NYS Fire Mobilization and Mutual Aid Plan, as well as other sources. This Annex also includes the identification of resources that may be called upon to support structural inspections of buildings.

## Scope

This Annex applies to all-natural and man-made wildland, urban and wildland/urban interface fire emergencies requiring State and local firefighting response, resources and coordination. This Annex will serve as the framework for providing State support for firefighting services that are beyond local resources capability, coincident with activation of the State Emergency Operations Center (State EOC). It will identify the structure used to assist firefighting operations, which may include the activation of the Fire Mobilization and Mutual Aid Plan (FMMAP). This Annex fully recognizes the statutory requirements of the involved agencies, and at no time will it circumvent such authorities.

## Situation

Local and regional fire entities (departments, districts, fire protection districts) are the first line of defense for all fires and are often used to support and sustain other emergency response activities in urban, rural, and wildland settings. As a result, mutual aid is often required to sustain structural as well as wildland firefighting activities, and can also include supporting flood response, search and rescue activities as coordinated by ESF #9, hazardous materials incidents as coordinated by ESF #10, and other types of emergency responses. The use of aircraft for firefighting activities will require strict coordination with the Air Operations Branch identified in ESF #1. ESF #4 will coordinate with ESF #13 for responses with suspected criminal activities, search and rescue, evacuation, and scene security as appropriate.

New York State is 30.9 million acres in size, with 18.9 million acres of forested lands. These forested lands possess the potential if favorable conditions exist for a fire to spread. Fuel, weather, and topography are the three primary factors that determine the spread of wildfires. There is also an undetermined amount of open-space non-forested lands that have significant wildfire potential. Wildland fires have the potential to threaten nearby communities in a wildland/urban interface setting and pose a different strategic firefighting method and additional challenge to responders.

Evacuation, sheltering, and family reunification actions may also need to be considered as each season, community, region and disaster will present unique firefighting circumstances. During the summer and fall months, transient populations are higher in campgrounds and tourist areas, while winter conditions that warrant evacuation may pose shelter and other challenges. As a result, ESF #4 may need to coordinate with the appropriate ESFs, such as ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services), to ensure that proper evacuation, sheltering and family reunification needs are met. ESF #4 could also be involved in the stabilization of hazardous materials operations.

## Linkage to other State Plans

ESF #4 will be used to support the NYS Comprehensive Emergency Management Plan (CEMP), Volume 2, Response and Short-Term Recovery:

NYS Fire Mobilization and Mutual Aid Plan (FMMAP)

NYS Hazardous Materials Annex

## **Planning Assumptions**

1. All planned and emergency events begin and end at the local level.
2. Fires can occur naturally, however, people play a large role in starting fires accidentally (i.e. debris burning, campfires and in residences) and intentionally.
3. A fire could be the incident itself, or as a consequence of another incident.
4. Fire resources are typically used across a broad range of response activities. As a result, some of those resources may be unavailable.
5. It is anticipated that local fire departments would be fully engaged in their response efforts and would have maximized their local mutual aid plans.
6. Incidents may occur in one location or may occur coincidentally with other incidents throughout the State.
7. ESF #4 is not in a position to provide support to a local fire department's response for the initial attack.
8. The State Fire Administrator, as directed by the Governor or as requested by local government may order the implementation of the FMMAP.
9. Agencies under this ESF have their own authority and responsibility for fires based on the location of the fire, and the type of fire (e.g., wildland, urban). Those authorities will not be altered by the activation of this ESF.
10. Other fire-based resources may be used to support operational areas of an emergency incident, such as snowmobiles, all-terrain vehicles, and storm emergency fire units (SEFUs).
11. The NYS Hazardous Materials Annex and ESF #10 will be activated if hazardous materials are involved in the incident.

## **Concept of Operations**

1. Local government and emergency services are the first line of defense for emergency response. In the case of fire responses, the local fire entity has the primary responsibility for the prevention, control extinguishment and cause determination of fires in their jurisdiction. Fire operations and mutual aid will be managed in accordance with the National Incident Management System (NIMS) Incident Command System (ICS). If the need for fire resources is beyond the capacity of the local/county resources, the local/county government may request State assistance.
2. State OEM will determine the level of ESF representation needed for the incident. As conditions warrant, the FMMAP may be implemented to support the response. During State EOC activations, resources being coordinated under the FMMAP will be managed by OFPC in the Fire Operations Center (FOC). The FOC is co-located in the State EOC and serves as the coordination point for OFPC to manage its own organic assets or that of local responders.
3. If activated, the ESF will coordinate all fire-based resources in support of the incident. If warranted, Federal assistance may be required from Federal ESF #4 to supplement State and local activities. The Federal resource support that the State can leverage will be applicable to the type of fire (wildland, urban) or resource needs the State has in response to that incident.

4. As conditions warrant, the ESF will demobilize as requests for assistance of fire-based resources diminish, or as the State EOC demobilizes as a whole.

## **Policies or Authorities**

- NYS Executive Law, Article 2-B and 6-C
- NYS Executive Law Article 18
- NYS General Municipal Law 209(e) and 209(g)
- State Finance Law 54-e
- 9 NYCRR Parts 205, 370-378, Chapter 1, Subtitle 1; Part 621.12
- NYS Environmental Conservation Law Article 9, Title 11; Article 70
- Parks, Recreation and Historic Preservation Law, subdivision 8 of section 3.09, as amended
- NYS Executive Order # 26.1 of 2006

## **Annex Maintenance, Distribution, and Revision Process**

The NYS OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the New York State CEMP. As required under New York State Executive Law Article 2-B, each ESF annex shall undergo an annual review and update on or before February 15th of each year and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

## **SECTION II: Preparedness**

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### **Mitigation**

Volume 1 of the State Comprehensive Emergency Management Plan is the *State Multi-Hazard Mitigation Plan*. Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to cause a substantial impact on the State. Mitigation planning efforts for technological and man-made hazards are also recognized and are being implemented throughout the State as well. New York State participates in Federal, State, and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available Federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the State. Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development and plan maintenance. The *State Multi-Hazard Mitigation Plan* was federally approved by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) in 2018.

### **Risk Assessment**

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal, the State must complete an annual Threat Hazard Identification Risk Assessment, or THIRA. The State's THIRA is completed annually. The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core

capabilities in each of these ESF Annexes created under the State Comprehensive Emergency Management Plan. Further, New York State has developed additional programs and methodologies to better understand risk at the local level. This includes a County Emergency Preparedness Assessment (CEPA), which the State has conducted in each of the 57 counties of New York, and New York City. CEPA provides great insight as to the State's risk profile from a local-level perspective.

### **Training, Exercising, and Testing**

The State of New York sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System, the Professional Development Series (PDS) curriculum, and EOC training. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

OFPC provides a wide variety of basic firefighter training to career and volunteer firefighters focused on fire prevention, suppression, and investigation. OFPC also provides specialized training in areas of hazardous materials and technical rescue response, all of which support the FMMAP to assure a greater response capability.

DEC Forest Rangers provide wildfire and incident command system training to local fire service firefighters as well as special dedicated wildland firefighters as part of DEC's mission and US Forest Service grant awards.

OPRHP's forest rangers are provided basic wildfire training.

### **Capability Assessment**

As part of the THIRA process, the State was required to assess its capabilities under Presidential Policy Directive (PPD-8). In doing so, the State assessed its Critical Capabilities using the construct outlined in the county emergency preparedness assessment (CEPA) program. The assessment provided the State with information regarding statewide capability trends and potential gaps that can then be planned for and addressed. Those capabilities have been mapped or linked to each one of the ESF annexes under Volume 2 of the State CEMP.

## Memorandums of Understanding (MOUs)/Letters of Agreement (LOAs)

- State Fire Mobilization and Mutual Aid Plan. OFPC maintains copies of the county mutual aid plans.
- MOU for use of DOCCS inmate crews. DOCCS can provide a self-sustaining firefighting work crew typically consisting of a Supervising Sergeant, a corrections officer, and 10 inmates. Work crews are provided transportation by DOCCS, and are provided all meals and personal protective gear (i.e. safety glasses, hard hats, and reflective vests). The firefighting work crew brings a fire truck with a fire wagon, fire retardant coveralls, rakes, shovels, and Indian tanks. Crews may deploy as early as daybreak, and must return before dark. DOCCS vans may also transport emergency personnel at the scene.

## NYS EOC Activation Levels

Steady State

Level 4 – Enhanced  
Monitoring

Level 3 – Partial Activation

Level 2 – Full Activation

Level 1 – Full State/Federal  
Response

## SECTION III: Response

### Alert and Notification

The State Watch Center (SWC) serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify agencies that the State EOC is activating.

### Activation

State OEM will assess the potential needs and demands of the incident, and then determine the level of activation necessary to effectively manage the response to the incident. The capabilities that are needed to support that activation are also identified, and agencies are notified to staff the State EOC using the ESF construct.

Flexibility will be key in activating this ESF. Not all incidents are the same, and not all activations of this ESF will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support the ESF may vary from incident to incident. The State CEMP identifies four activation levels of the State EOC. This ESF will activate to one of those levels as conditions warrant. These are:

Level 4 Enhanced Monitoring: A small, isolated or a potential event that has some indicators that warrant extra attention, enhanced monitoring, or external communication.

- NYS OEM Staff only.
- Agencies may be asked individually to support any remote operations or to report from their home agency.

Level 3 Partial Activation: An incident or event requiring a partial activation of the State EOC with agency/ESF lead activation.

- ESF leadership is activated based on the needs of the operation.
- Additional agencies will be determined at the time of the event.

Level 2 Full Activation: An incident requiring full activation of the State EOC with ESF activation.

- ESF leadership is activated based on the needs of the operation.
- Additional agencies will be determined at the time of the event.
- Member Agencies will work in coordination with the ESF Coordinating Agency to operate and report under the ESF structure.

Level 1 Full State/Federal Response: An incident requiring full activation of the State EOC with ESF activation, and Federal ESF integration and coordination.

- ESF leadership is activated.
- Most, if not all, Member Agencies will be activated.
- Member Agencies will work in coordination with the ESF Coordinating Agency to operate and report under the ESF structure.
- The activities of the State ESF will be integrated with those of their Federal ESF counterparts.

## **Direction and Control**

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the National Incident Management System (NIMS) Incident Command System as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive (HSPD) - 5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide the interoperability between the local and Federal response organizations.

The organizational structure of the State's ESFs is inherently different than the Federal construct under the NRF. With the exception of ESF #5 (Planning), ESF #7 (Logistics), and ESF #15 (External Affairs), the State ESFs will be situated organizationally in the Operations Section, and report directly to the Operation Section Chief (OSC), or Branch Chiefs, if established. ESF #5 is assumed by the Planning Section in the State EOC; ESF #7 is assumed by the Logistics Section in the State EOC, ESF #15 is situated in the Command Element.

## **Assignments of Responsibilities**

It is the policy of the State that local government and emergency services are the first line of defense for emergency response. In the case of wildfire, the local fire department has the primary responsibility (incident command) for the control and containment of wildfires in their jurisdiction.

The responsibilities for each agency identified in this ESF are listed below. It should be noted that in some cases, the application of the resources below may have application in other emergency support functions. Therefore, the capacities for the resources that are identified below include what the agency has in totality, and should not be interpreted as additional resources if identified in other ESF annexes.

### **1. Coordinating Agency - NYS Office of Fire Prevention and Control (OFPC)**

OFPC will serve as the ESF Coordinating Agency for ESF #4. Through the activation of the FMMAP, OFPC has the responsibility to coordinate any locally owned fire service asset in response to an emergency including Storm Emergency Fire Units (SEFUs). Additionally, OFPC supports local responders through resource tracking, technical assistance at the scene and as requested for investigations.

OFPC also supports the Damage Assessment Response Team (DART) program that provides State, county and local emergency managers and code enforcement official's assistance in conducting post-event rapid visual screening of buildings for the purpose of damage assessment and immediate safety evaluation.

### **2. ESF Member Agencies**

#### NYS Department of Environmental Conservation (DEC)

The Department of Environmental Conservation's Division of Forest Protection ("DEC Forest Ranger") is designated New York's lead agency for wildfire mitigation in the State CEMP. The Division of Forest Protection has a statutory requirement to provide a forest fire protection system for 657 of the 932 townships throughout New York. This area excludes cities and villages and covers 23.5 million acres of land including State-owned lands outside the 657 towns. The Lake Ontario Plains and New York City-Long Island areas are

the general areas not included in the statutory protection. Regardless of the jurisdiction or location of a wildfire, fire departments and forest rangers have a long history of working together to control the most serious wildfires that occur anywhere in the State.

#### NYS Office of Parks, Recreation and Historic Preservation (OPRHP)

OPRHP has jurisdiction for Parks' land only, unless otherwise directed to assist in a fire event. If a fire occurs on Parks' land, the OPRHP personnel are responsible to extinguish the fire. The Palisades Interstate Parks Commissions (PIPC) has sole jurisdiction of fires on PIPC land, under law. OPRHP has no responsibilities related to urban fires.

#### NYS Division of Military and Naval Affairs (DMNA)

Military forces are not first responders, but, the National Guard is the first level of military response. National Guard response generally is able to deploy from armories at notification +24 hours. DMNA can provide aerial firefighting assets for wildfires.

#### NYS Division of New York State Police (DSP)

DSP will lead investigative assistance to agencies with jurisdiction or take a lead role in areas where they have jurisdiction for incidents handled under ESF #4 when determined or suspicion of criminal liability is present.

#### NYS Department of State (DOS)

DOS has rapid damage assessment capabilities for buildings and structures. The agency can provide technical assistance during the design, permitting and reconstruction of damaged structures. The DOS has contact information for local government officials. Assessments are limited to day time operations.

#### NYS Department of Corrections and Community Supervision (DOCCS)

DOCCS can provide inmate work crews to assist in wildland firefighting as outlined within the MOU.

### **Integration of Federal ESFs**

The Federal Government organizes its response resources and capabilities under an ESF construct. Similar to New York State's ESF construct, Federal ESFs are multi-agency operational components that serve as the primary means for coordinating Federal resources and capabilities into New York State. The Federal ESFs bring together a wealth of capabilities of Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's Critical Capabilities. Integration and coordination is key to leveraging the resources of each Federal ESF. As such, New York State ESF #4 will serve as the primary integration point for Federal ESF #4. The table below summarizes Federal ESF #4 and indicates the response core capabilities that the ESF most directly supports. Detailed response capabilities and activities are listed in each Federal ESF Annex.

<b>ESF # 4 - Firefighting</b>
<b>ESF Coordinator: USDA/U.S. Forest Service and DHS/FEMA/U.S. Fire Administration</b>
Key Response Core Capability: Operational Communications, Logistics and Supply Chain Management, Infrastructure Systems On-Scene Security, Protection, and Law Enforcement Public Health, Healthcare, and Emergency Medical Services, Fire Management and Suppression, Situational Assessment.
Coordinates the support for the detection and suppression of fires. Functions include but are not limited to: <ul style="list-style-type: none"> <li>• Support to wildland, rural, urban and wildland/urban interface fires.</li> </ul>



## **SECTION IV: Recovery**

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### **Short-Term Recovery**

There is no clear delineation of when disaster response activities transition into short-term recovery activities. As with all disaster and emergency-related activities, any transition to a new phase will be dependent upon the needs of the response and the identified needs of the individuals/communities affected. In general, disaster response addresses the immediate aftermath and life safety issues of a disaster or emergency, while short-term recovery activities begin as the need for immediate life-saving activities diminishes. At times, these phases will often overlap with one another.

### **Demobilization**

Demobilization of agencies and ESFs from the State EOC will occur based upon operational needs, and will be jointly determined by OEM and the ESF coordinator. Based upon the needs of the operation, ESFs may begin to demobilize during the response/short-term recovery phase. However, it should be noted that agencies may be subject to a rapid recall for re-activation of the ESF, if needed, based upon operational needs.

In most cases, demobilization of an ESF will include the release of the coordinating agency and all member agencies. However, there may be instances where the ESFs can be partially demobilized, allowing member agencies to be released as the need for their representation and capability in that ESF is no longer necessary. In the process of demobilizing an ESF, all member agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner to ensure that any dependencies or inter-dependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure that they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

### **Transition to Long Term Recovery**

As the urgency of a response lessens, and communities begin to focus their efforts on implementing recovery programs, the State's focus will also shift to the long-term recovery needs of the affected areas. In Presidential Disaster Declarations, this will likely include the activation of a Federally-established Joint Field Office (JFO). JFOs are established, operated and maintained by the DHS/FEMA, and will include the temporary recovery organization structure put in place to support recovery. To properly ensure effective integration of State and Federal recovery activities, the State will organize in a similar structure to the Federal structure contained within the National Disaster Recovery Framework.

### **Implement Recovery Support Functions (RSFs)**

As JFO activation occurs, the Federal government will transition out of the Emergency Support Function (ESF) construct and implement the Recovery Support Functions (RSFs). RSFs bring together the core recovery capabilities of Federal departments and agencies to focus on community recovery needs. The RSF structure includes the following: Community Planning and Capacity Building, Economic, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. RSFs are intended to facilitate the coordination and delivery of Federal assistance to supplement the recovery efforts of local and State governments, and are designed to operate within a timeframe of months to years.

As the Federal ESFs transition to RSFs, the State's ESF posture will be required to transition into the RSF construct. As such, State agencies will transition from their assigned ESF role to the appropriate RSF, as warranted. It is important to note that not all federally-declared disasters will require full RSF activation; and not all RSF activations will require full participation from each agency. The transition from an agency to the RSF construct is situation-based, and dependent upon the agency's role(s) within the State response framework. For planning purposes, it is assumed that in a credible worst-case event, the situation may warrant

full participation from all agencies that comprise this ESF. In such cases, the following agencies that comprise this ESF will transition to the RSF in the following table.

Agency	RSF Assignment					
	Community Planning and Capacity Building	Economic	Health/Social Services	Infrastructure Systems	Natural & Cultural Resources	Housing
OFPC	No RSF Assignment					
DOCCS			X	X		
DEC	X	X	X	X	X	
DMNA				X		
DSP	No RSF Assignment					
OPRHP	X			X	X	
DOS	X	X		X		X